



September 28, 2006

TO: Transportation Authority of Marin Commissioners

FROM: Dianne Steinhauser, Executive Director

RE: The 2007 Congestion Management Program (CMP) Update, Agenda Item 8

Dear Commissioners:

Executive Summary

As the Congestion Management Agency for Marin County, TAM is responsible for updating the CMP every two years. The CMP was last updated in Summer 2005. At this time TAM is finalizing consultant selection for the field monitoring of the CMP network, which results will feed into the CMP document. Staff is now seeking input and reviewing previous Board recommendations on the scope of the CMP document itself.

The Board has expressed an interest in strengthening the CMP process; below are discussed recommendations on what is feasible as part of the CMP process itself, in part resulting from the 2005 CMP process. Note that the range of improvements to the CMP is somewhat constrained by legislative requirements and potential financial penalties. Therefore, staff is also recommending that discussion ensue at the TAM Board later this Winter over an expanded effort to look at transportation needs in Marin, separate but in parallel with the CMP effort.

Staff has prepared a draft scope of work for the 2007 CMP Update and requests TAM Board concurrence of the scope and authorization to proceed.

Recommendation:

Authorize staff to proceed with consultant selection for the approved Scope of Work for the 2007 CMP Update process.

Background

As the Congestion Management Agency for the County, TAM is required to adopt, on a biennial basis, a Congestion Management Plan (CMP) Update. The next CMP update must be submitted to MTC in fall 2007.

Because of legislative requirements and potential penalties (loss of revenue to local jurisdictions) associated with non-compliance, staff recommends to the Board that the CMP process stay focused on legislative compliance and that we pursue broader planning efforts, as time and funds allow, to address TAM's broader transportation goals with separate, coordinated efforts. Even with this necessarily constrained treatment of the CMP, however there are clear opportunities to improve the CMP.

Two steps have been taken to facilitate this process: First, as part of the contract for the 2005 CMP Update, the consultant was asked to make specific recommendations for the 2007 process (see Attachment "A"). Second, the time-sensitive performance monitoring of network segments has been broken out as a separate contract, which staff will bring for TAM Board approval in September 2006. This will provide for the collection of data needed to support the CMP Update and will allow the selected CMP consultant, TAM, and the public, additional time to review those results.

Assumptions Guiding the 2007 CMP Update

Through the course of the 2005 CMP Update, the Board expressed an interest in reviewing the CMP process, discussing the strengths and weaknesses of TAM's current CMP approach, and exploring new items and approaches for future CMPs. The following planning objectives were identified by the TAM Board during the 2005 CMP Update process and were used as guidance in the development of the draft 2007 CMP scope:

1. Support Marin's multi-modal commitment;
2. Enhance the quality of public involvement;
3. Provide more thoughtful planning and prioritization for all CMA funds; and
4. Give clearer guidance to local jurisdictions regarding monitoring and reporting of development activity.

In developing the current scope, staff also reviewed the specific CMP legislative requirements. The CMP legislation makes the following requirements of a conformance determination for local jurisdictions:

- Maintain the highway Level of Service (LOS) standards outlined in the CMP, with the exclusion of grandfathered segments;
- Participate in a program to analyze the impact of land-use decisions;
- Participate in the adoption and implementation of a deficiency plan when LOS standards are not maintained, with the exclusion of grandfathered segments).

Any jurisdiction that is found in nonconformance may risk losing an increment of their gasoline tax subvention funds and not having projects programmed in the Regional Transportation Improvement Program (RTIP). Consequently, the following assumptions were made in drafting the scope for the 2007 CMP Update.

1. The CMP results will inform what links or segments should be addressed in an expanded plan effort; however, current deficient links are grandfathered by law.
2. The Congestion Management Plan Network should not be expanded due to the risk of loss of funds for non-grandfathered deficient segments.
3. The transportation system needs to be addressed as a whole, outside the scope of the CMP framework.

It is important to keep the legislated CMP requirements somewhat separate from any expanded efforts. Note that the updated field information that accompanies the CMP is a starting point for those expanded efforts.

Draft Scope and Timeline

Suggested changes to the CMP Update document, based on recommendations from Wilbur Smith Associates, the 2005 CMP Update consultant, are provided in Attachment "A." Attachment "B" is the draft scope of work.

Following is the proposed timeline for the 2007 CMP Update:

July 12, 2006	Executive Committee provides recommendations on draft scope
September 28, 2006	TAM Board adopts 2007 CMP Update scope
Early October , 2006	Issue RFP
Mid November, 2006	Select consultant
January 25, 2007	TAM Board considers award of contract
February 1, 2007	Consultant begins 2007 CMP Update
February 1, 2007	Performance monitoring analysis available for review (separate contract)
Early April, 2007	Circulate draft CIP list
Mid April, 2007	MTC Issues CMP Guidance (estimated date based on 2005 schedule)
May 24, 2007	Present draft list of CIP projects to TAM Board
June 21, 2007	Complete Modeling updates (by TAM/County staff)
July 26, 2007	Noticed TAM hearing on Draft 2007 CMP
September 27, 2007	TAM Board adopts final draft 2007 CMP
October 4, 2007	Submit 2007 CMP Update to MTC

Recommendation:

Authorize staff to proceed with consultant selection for the approved Scope of Work for the 2007 CMP Update process.

Attachments: A – Suggested Changes to the CMP Update Document
B – Draft Scope of work for the 2007 CMP Update

Attachment A

Suggested Changes to the CMP Update Document

(Recommendations provided by Wilbur Smith Associates, 2005 CMP Update Consultant,
in concert with TAM staff)

Style and Format

With the development of a Strategic Plan for Measure A, TAM will develop a style for its reports. The 2005 CMP Update is very plain in appearance and does not highlight key information. 2005 CMP graphics also tended to be simple.

The current structure of the CMP report emphasizes process (compliance with legislative requirements) more than results. Consideration should be given to focusing on legislative requirements and findings in the body of the report and moving CMP process elements to the appropriate Appendices. This approach would make the document more useful to local decision-makers.

Should the 2007 CMP Update adopt TAM's report style and enhance graphics? Also should greater emphasis be given to findings and issues.

New Planning Advances

With the passage of Measure A, a number of important activities are progressing. The Marin County Transit District Short Range Transit Plan, the Measure A Strategic Plan, Hwy 101 GAP closure progress, updating of local bicycle plans, the SAFETEA-LU \$25 million bicycle improvement pilot program, and others. The 2007 CMP Update should provide information on these efforts.

Content

Suggested changes to the content of the 2005 CMP include:

- Add an introductory chapter that describes the purpose and requirements of the CMP, key issues and an outline of the report organization. It should also describe TAM's structure as the County's CMA. Some of this material is in the 2005 CMP Executive Summary, but it is not in the main body of the report. The Executive Summary could then be streamlined to provide a more concise overview of the CMP document.
- Expand the Mobility 2030 description in Chapter 1 to include a summary map of projects. Strengthen the Travel Demand Management (TDM) description to include TDM progress (Safe Routes to School, rideshare programs etc.). A listing of potential TDM measures in this section would also serve to remind policymakers of these transportation investment opportunities.
- Strengthen the Land Use chapter to show policy options etc. and to report progress (SMART TOD planning, other TODs and Smart Growth developments. Refer to the TOD/Ped Toolkit TAM is developing.)
- Provide an interpretation of the travel modal analysis results including trend line assessment.
- For the financially constrained element, modify the CIP to show funding source and amount for each project.
- Consider coordinating other regional traffic, transit, bicycle and pedestrian monitoring efforts with the CMP highway network monitoring surveys and report findings in the Appendix. The expanded monitoring effort would not be linked to CMP thresholds, but merely provided as

information items. Expanded efforts might include weekend traffic, morning traffic conditions, bicycle and transit counts etc.

- Revise the Improvement Plan Guidelines to be consistent with the CMP and to provide greater utility to local jurisdictions [Note: This may be more appropriate for the 2009 CMP Update, pending development and testing of guidelines with a pilot project].

Methodology

The following changes are recommended to the 2005 CMP methodology:

1. Greater attention should be given towards person trips, rather than just vehicle trips and delays. This should include bike/ped trips.
2. The capacity definition for freeways should be changed from 2,000 vehicles per hour per lane (vphpl) to 2,200 vphpl to reflect actual operations. San Mateo County currently uses 2,200 vphpl for four lane freeways and 2,300 vphpl for freeways with six or more lanes.
3. The land use section should be clarified with respect to the vehicle trip threshold. This section needs to be edited in concert with local agency staff input.
4. The 2003 CMP suggested that performance monitoring switch from a volume/capacity based analysis to a travel time based analysis of LOS. TAM will explore the utility of this with the consultant team once they are onboard. Note both operational data and travel times will be collected as part of the field collection efforts.

Attachment "B"

Scope of Work: 2007 Marin Congestion Management Program Update

This Scope of Services describes the work effort for the 2007 Marin Congestion Management Program (CMP) Update to be performed under contract to the Transportation Agency for Marin County (TAM). This scope includes a description of the approach, deliverables, meetings, and proposed schedule.

The Scope of Services consists of four basic elements:

1. Meetings and communications;
2. Data review;
3. Development of the 2007 Capital Improvement Program; and
4. Development of the 2007 CMP Update document.

The intent of the 2007 CMP Update is to update the 2005 CMP document using 2006 traffic survey data, new land use projections, and new travel model demand analyses. To the extent possible, the 2007 CMP update will attempt to strengthen the multimodal, public input and other features of the 2005 CMP.

CMPs are designed to address existing and future transportation problems in urban areas of California. As part of the CMP, performance measures identify current and future multimodal system performance for the movement of goods and people, and a travel model is employed to estimate future transportation needs. Once future needs are determined, a Capital Improvement Program (CIP) is designed to promote the goals of the CMP. Since Measure A revenues will also fund transportation improvement projects/programs, as directed by the Measure A Strategic Plan, the CMP and Measure A will work in tandem to address needed transportation improvements in Marin County.

1. MEETINGS AND COMMUNICATIONS

The CMP Update will involve a close working partnership with County staff as well as effective dialogue with TAM. At the outset of the project, the consultant will meet with TAM staff to coordinate deliverables and schedules and to identify the status of the 2005 CIP project implementation and travel model update efforts. The consultant will provide updates on the CMP at TAM Board meetings and will attend staff coordination meetings as needed throughout the course of the CMP update process.

It is estimated that the CMP Update process will require a maximum of six (6) meetings with the TAM Board and four (4) coordination meetings with TAM staff.

2. DATA REVIEW

Data collection for the 2007 CMP is scheduled for October / November 2006. The final performance monitoring report is anticipated to be available no later than early February 2007. The performance monitoring report, including technical data, will be provided to the CMP consultant for review.

The Marin CMP Network is comprised of 24 segments. These segments, and the data to be provided for the CMP consultant's review, are listed in Table 1 below:

Table 1. Data to be Collected for the CMP Network Performance Monitoring

#	Location	Direction	PM Peak Counts and Travel Time (delay)	Vehicle Occupancy
1	State Route 1, from Sir Francis Drake Blvd to Pt. Reyes Station	NB SB	✓ ✓	
2	Hwy 101, from Atherton Ave to Sonoma County Line	NB SB	✓ ✓	✓ ✓
3	Novato Blvd, from San Marin Dr to Eucalyptus Ave	NB SB	✓ ✓	
4	S. Novato Blvd, from Sunset Pkwy to Hwy 101	NB SB	✓ ✓	
5	SR 37 from Hwy 101 to Atherton Ave	EB WB	✓ ✓	✓ ✓
6	Bel Marin Keys Blvd, from US 101 to Commercial Blvd	EB WB	✓ ✓	
7	Hwy 101, from Freitas Pkwy to Lucas Valley Rd - Mixed Flow Only - HOV only	NB SB NB	✓ ✓ ✓	✓ ✓ ✓
8	Hwy 101, from Mission Ave to North San Pedro Rd	NB SB	✓ ✓	✓ ✓
9	Sir Francis Drake Blvd, from San Anselmo Ave to Red Hill Ave	EB WB	✓ ✓	
10	Red Hill Ave, from Sir Francis Drake Blvd to Hilldale Dr	EB WB	✓ ✓	
11	Hwy 101, from I-580 to Mission Avenue	NB SB	✓ ✓	✓ ✓
12	Sir Francis Drake Blvd, from College Ave to Wolfe Grade	EB WB	✓	
13	Hwy 101, from Sir Francis Drake Blvd to I-580	NB SB	✓ ✓	✓ ✓
14	I-580, from Bellam Blvd to Sir Francis Drake Blvd	EB WB	✓ ✓	✓ ✓
15	I-580, from Sir Francis Drake Blvd to Richmond-San Rafael Bridge	EB WB	✓ ✓	✓ ✓
16	East Sir Francis Drake Blvd, from Hwy 101 to Larkspur Landing Circle	EB WB	✓ ✓	
17	Hwy 101, from SR 131 to Paradise Dr - Mixed Flow only - HOV only	SB NB NB	✓ ✓ ✓	✓ ✓ ✓
18	SR 131 (Tiburon Blvd), from Redwood Hwy Frontage Rd to Strawberry Dr	EB WB	✓ ✓	✓ ✓
19	SR 1 (Shoreline Hwy) , from Northern Ave to Almonte Blvd	EB WB	✓ ✓	✓ ✓
20	Bridgeway Blvd, from Gate 5 Rd to Gate 6 Rd	NB SB	✓ ✓	
21	Hwy 101, just North of GG Bridge to Spencer Ave	NB SB	✓ ✓	✓ ✓
22	Sir Francis Drake Blvd from Butterfield Rd to Willow Ave	EB WB	✓ ✓	
23	Sir Francis Drake Blvd from College Ave to Toussin Ave	EB WB	✓ ✓	
24	Novato Blvd from Grant Ave to Diablo Ave	North/South	✓	

3. CIP DEVELOPMENT

The CIP is the cornerstone of the CMP Update. Inclusion in the CMP's CIP is a prerequisite for highway projects to receive federal funds. In addition, TAM seeks effective coordination of transportation funds for all modes. The intent of the CIP updating process will be to provide greater opportunity for policy and public input to CIP projects and their prioritization. The consultant will proceed with the CIP development as follows:

- Review existing funding and programming documents including 1) MTC's Transportation Improvement Program, 2) the Measure A Strategic Plan, and 3) the MCTD Short Range Transit Plan.
- Meet with TAM staff to discuss CIP prioritization criteria and develop recommendations for the TAM Board.
- Compile projects submitted by local jurisdictions and Caltrans. (Note: TAM staff will distribute project lists to the local jurisdictions and Caltrans and coordinate any requested changes or updates to those project lists.)
- Develop a financially-constrained CIP that reflects currently programmed funds, including fund source and amount.
- Develop a financially unconstrained list, consistent with approved prioritization criteria, for TAM Board consideration.

4. APPROACH FOR DEVELOPMENT OF THE CMP DOCUMENT

The 2007 CMP Update will be developed in accordance with MTC's guidance for Consistency of Congestion Management Programs with the Regional Transportation Plan.

Executive Summary:

The Executive Summary will be simplified to provide an overview of the CMP document. Information contained in the 2005 CMP Executive Summary will be presented in a new introductory chapter.

Chapter 1: Introduction

As noted above, this will be a new chapter intended to outline the purpose and requirements of the CMP, discuss key issues, and provide a road map to the document.

Chapter 2: Designated Roadway System

This chapter will be updated to include improved summary maps delineating the CMP network.

Chapter 3: Highway Level of Service Standards

The highway level of service assessment will be updated using the results from the traffic survey data collection program.

Chapter 4: Performance Element

The performance measures element will be updated using the results from the data collection program.

Chapter 5: Travel Demand Management Element

The consultant will coordinate with BAAQMD staff to ensure that the CMP is consistent with pertinent air quality plans. This chapter will also be updated to discuss Travel Demand Management (TDM) opportunities and to highlight current TDM programs.

Chapter 6: Land Use Analysis Program

The consultant will work with Marin County staff to document land use analysis.

Chapter 7: Travel Demand Model

Chapter 7 will include a brief discussion of model consistency and will be updated to include an interpretation of the model results. Related technical documentation will be placed in an appendix.

The consultant will work with TAM and Marin County staff to generate reports on the anticipated changes to Marin travel between the model base and horizon years. The consultant will also review and comment on the traffic forecasts, forecasted LOS, updated land-use and job-housing balance data.

Chapter 8: Capital Improvement Program

This chapter will document the process used to develop the CIP and present the CIP tables (see Section 3 – CIP Development, above).

Chapter 9: Monitoring, Deficiency Plans and Conformance

No major changes to this chapter are anticipated.

Appendices:

The consultant will provide technical documentation in Appendices, as appropriate.

DELIVERABLES:

The consultant will provide an electronic copy of the 2007 CMP document and Appendices to TAM as the Draft CMP. The consultant will respond to comments from TAM, create the final CMP, and submit the final document to TAM. The consultant will provide submittals in both editable (e.g., .doc) and .pdf formats.

TENTATIVE SCHEDULE:

<i>October 2, 2006</i>	Issue RFP
<i>November 16, 2006</i>	Select consultant
<i>January 25, 2007</i>	Award contract
<i>February 1, 2007</i>	Consultant begins 2007 CMP Update
<i>February 1, 2007</i>	Performance monitoring analysis available for review (separate contract)
<i>March 22, 2007</i>	Present CIP prioritization criteria recommendations to TAM Board
<i>April 2, 2007</i>	Circulate draft CIP list
<i>April 16, 2007</i>	MTC Issues CMP Guidance (estimated date based on 2005 schedule)
<i>May 24, 2007</i>	Present draft list of CIP projects to TAM Board
<i>June 21, 2007</i>	Complete Modeling updates (by TAM/County staff)
<i>July 26, 2007</i>	Noticed TAM hearing on Draft 2007 CMP
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